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2nd Ind.

TO: Assistant Director for Operations

20 April 1948

FROM: Assistant Director for Collection and Dissemination

1. Detailed comments by OCD on A&M's survey of FDB are contained in memorandum for record attached.

2. There are two principal features of the report which OCD considers should be clarified or amended.

a. There are inaccuracies in several places in the report wherein it is stated that requirements for intelligence material are developed by ORE. Of course, ORE does have the responsibility for determining what intelligence material is required by that office. From the standpoint of over-all CIA responsibility, however, OCD determines the requirements of all CIA offices and those of the IAC member agencies.

b. It is stated in the report that OCD establishes priorities of translation projects after discussion with FDB. Although this procedure is provided for in Administrative Instruction [] it has been recognized by OCD and FDB that it is to some extent impracticable. Hence, by mutual agreement between OCD and FDB, requests for translations are processed and assigned general priorities by OCD, based on Administrative Instruction [] and the knowledge of OCD of other requests received from the agencies. This assignment of general priorities is performed by OCD independent of any contacts with FDB. OCD has no objection to placing determination of final working priorities in FDB provided allowances are made for the expeditious handling of those cases which the agency's request indicates are of high priority or urgency.

3. This office will appreciate your consideration of the points raised in the attached memorandum for record regarding the possible disadvantages of limiting substantially the function of providing translation service for specific foreign language intelligence material and the function of preparing abstracts for the assistance of intelligence analysts in selecting articles for translation. Although the proposed statement of functions (Tab B to A&M Study) still authorizes such services, it seems to be the general theme of the A&M Study and Recommendations that activities pursuant to these functions will be discouraged. The premise is that intelligence information requested through collection directives would to a large extent be automatically furnished under the proposed compilation program. Although this eventuality may come to pass it is believed that no firm action should be taken at this time to limit or discourage individual requests for specific translations.

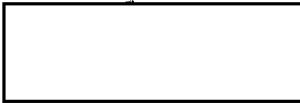
Document No. 10

CONFIDENTIAL

2nd Ind. to Ass't Dir., OO, 20 April, Page 2.

4. Attention is also invited to the comments in the attached memorandum for record regarding the disposition of foreign language documents. In the absence of a more specific statement of responsibilities and functions relative to disposing of captured enemy documents, this office cannot concur in the comments contained in the Study on this matter or the recommendations as to the Foreign Documents Branch's responsibility in regard thereto.

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Rear Admiral, U. S. N.
Assistant Director for
Collection and Dissemination

Incl: (2)

Copy memo for record.

Dft of rept of survey.

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Memorandum for record

20 APR 1948

SUBJECT: A & M Survey of FDB/00.

1. In accordance with the request of the Assistant Director, OO, pages 7 through 15 and Tabs A and B of the draft of the report of survey of the Foreign Documents Branch made by the Management Branch, A & M, have been examined by OCD. The following comments are submitted.

2. ✓ Re paragraph E4a(1). The first sentence of this paragraph should be changed to read "- - as developed by the Office of Collection and Dissemination". This study was conceived, developed and pushed to conclusion by OCD. ORE was but one of the agents in its preparation, as it was coordinated with all of the intelligence agencies to come to a common factor for each area.

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3. ✓ Re paragraph E4a(5). By mutual agreement between OCD and Foreign Documents Branch, for several months OCD has been indicating the general priority of translations based on the standards contained in Administrative Instruction [] and the knowledge of OCD of other requests received from the agencies. The assignment of priorities is performed independently of any contact with FDB.

✓ 4. Re paragraphs E4b(2) and (3). This office considers it questionable whether the "duplication" referred to is bad per se. The researchers rely on the intelligence catalog cards and the abstracts in order to select individual items for further exploitation or full translation. It is realized that the implicit criticism of the production of intelligence card catalogs and abstracts goes to the very heart of the problem as covered in this paper and that apparently it is felt by the representatives who prepared this study that if the "compilation program" is pursued it will not be necessary for the researchers to select individual articles for translation. As will be indicated hereinafter, this office concurs in the general plan to initiate a compilation program in FDB but is of the opinion that unless and until it is clearly indicated by experience that the intelligence needs of CIA and the IAC agencies for individual translations have, in effect, ceased to exist because of the more useful productivity of the compilation program, the IAC agencies and CIA offices should be afforded the benefits at present available through the intelligence card catalogs and abstracts.

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✓ 5. Re paragraph E4b(3), (fifth typewritten line on page 9). As stated previously, OCD does not consult with FDB to ascertain the Branch work-load, etc., but simply indicates the over-all priority of a request for translation on the basis of the standards contained in Administrative Instruction [] and the other factors indicated in paragraph 3, above. Of course in

CONFIDENTIAL

CONFIDENTIAL

some cases Foreign Documents Branch, on the basis of its initial examination of the foreign language material after receiving a Collection Directive, may question the prospect of obtaining substantial intelligence from the translation project and may indicate that the material to be produced is hardly worth the time and effort involved; if so, FDB so advises OCD and individual cases are resolved through consultation with the requester.

✓ 6. Re paragraph E4b(4). See paragraphs 3 and 5, above. OCD has no objection to placing determination of final priorities in FDB provided allowances are made for the expeditious handling of those cases which the agencies' requests indicate are of high priority or urgency.

✓ 7. Re paragraph E4b(5). The comment therein indicating that individual unrelated collection directives do not best serve the intelligence mission of the Foreign Documents Branch is believed by this office to be worthy of further study and consideration. This office does concur in the point of view that Foreign Documents Branch could well include continuous projects necessitating broad exploitation of all documents containing portions of information on a designated subject, (as provided in CIA memorandum dated 31 December 1946, subject: Control and Functions of the Washington Document Center). However, it is believed that such a program (at least until experience dictates otherwise) should run concurrently with activities designed to satisfy individual needs of requesters. In this regard, it is the opinion of this office that FDB is in some respects analogous to a field intelligence collection source. Such sources are normally furnished guide type requirements and other general guidance such as that which is available from the "Estimates of Intelligence Target Potential"; however, the most fruitful action is normally obtained through specific requests for precise information which is required by the intelligence analysts in headquarters. In regard to the "Estimates of Intelligence Target Potential", it appears that considerable needless effort might be expended in a translation program to develop e. g. political information in Korea, if (as might be the case) substantially all of the information of this type required by the intelligence analysts is being furnished through direct sources. Rather than engaging exclusively (or primarily) in pursuing a foreign language document exploitation program along broad lines, it might be preferable to have the intelligence analysts indicate specifically the gaps in information which are not available through other sources and which might be obtainable from foreign language documents.

✓ 8. Re paragraph E4c. Some OCD reactions to the proposed program have been indicated hereinbefore. It is to be noted that several months ago OCD and FDB were in consultation over a period of time regarding a "dynamic exploitation program" which is believed to be substantially similar to the currently proposed "compilation program". A survey was initiated by OCD to establish overall requirements which would enable

CONFIDENTIAL

- 3 -

FDB to pursue this program. However, by memorandum dated 17 December 1947 to the AD/OCD, the AD/OO stated "it is now believed that FDB has sufficient information at its disposal to warrant cancellation of pending OCD survey". Consequently, the survey by OCD was terminated.

✓ 9. Re paragraph E4c(1) (fourth sentence). This paragraph should be amended to read "'Estimates of Intelligence Target Potential' as developed by OCD".

✓ 10. Re paragraph E4c(2) (a). The provisions of this paragraph involve the fundamental question as to whether intelligence analysts are best qualified to indicate the gaps in required intelligence information which might be filled through exploitation of specific documents or whether FDB, functioning along broad exploitation lines, and with such general guidance as is provided for in the A & M study, would automatically select and provide the required information.

✓ 11. Re paragraph E4c(2) (b). It is not believed that requesters should route requests for translations through the Reference Center. Under existing directives CIA requesters are required to check Reference Center to ascertain whether intelligence information desired is already available there. In regard to requests for translations from IAC member agencies, it may be desirable to establish a procedure whereby Reference Center would be checked for determination of the availability of already translated and other English language material; however, action to have such checks made would fall within the responsibilities of OCD.

✓ 12. Re paragraph 4(d) (1). Appropriate comments by OCD regarding this paragraph have been indicated hereinbefore. It is believed that there is some danger that the establishment of such a program and the de-emphasis or discontinuance of specific exploitations may lull all concerned into believing that their needs will be taken care of when, in fact, the compilation program may not provide certain information available in foreign documents of which, had the intelligence analyst known about it through seeing an abstract or digest, a translation would have been requested. It has been noted that many of the individual translations requested are of a type which meet the very specific needs of the requester and it is highly questionable whether they would be furnished under a compilation program.

✓ 13. Re paragraph E4(d) (4). OCD's comments on routing requests through Reference Center have been set forth hereinbefore.

✓ 14. Re paragraph E4(d) (5). The same fundamental question raised hereinbefore arises here. It is believed that considerable more thought and study should be given to this matter before concurring in a proposal

CONFIDENTIAL

CONFIDENTIAL

- 4 -

that would result in the elimination of the issuing of abstracts. It is believed at least that Scientific Branch, other appropriate Branches in ORE, RDB, AEC and the other IAC member agencies should be consulted regarding any proposal to eliminate the scientific periodical abstracts.

15. Re paragraph E6. It is the opinion of this office that the problem of "records disposition" has been over-simplified in this paragraph. As a result of an exhaustive study by OCD a proposed Administrative Instruction was submitted to the Executive for A & M on 6 January 1948, setting forth what were deemed to be appropriate procedures for disposing of captured documentary material having no intelligence value related to the national security. This proposed Administrative Instruction was concurred in by the Assistant Director, OO, the Deputy Assistant Director, ORE, the General Counsel, and the Records Administrator, A & M. A definitive statement of procedure was considered to be necessary for several reasons such as (a) the fact that some of the intelligence agencies might desire the documents for intelligence purposes, (b) the necessity of determining whether the material is of a "record" nature and therefore of a type that could not be destroyed but would normally be sent to National Archives, (c) the necessity of complying with Executive Orders 9784, 9604, and 9568 and directives of the Bureau of the Budget, (d) the necessity of recognizing the expression of the Joint Chiefs of Staff set forth in JCS policy memorandum 33, dated 28 August 1946, (e) the question about possible value of certain material for eventual repatriation, etc. It is believed that there should be a precise statement of policy and procedure to cover action on records disposition. (It is noted that in Tabs A and B to A & M's study the recommended function of FDB in this regard is to "recommend disposition of foreign-language material". Nothing is said regarding to whom the recommendation is made, what directives (if any) of the U. S. Government FDB will consider in making such recommendations, or what CIA office will have final responsibility for decision regarding appropriate disposition.)

16. Re paragraph III A (Recommendations on Functions). It is believed that it would be desirable to indicate specifically what "other functional statements that are in conflict with the proposed statement for FDB" are to be rescinded. For example, is it contemplated that Administrative Instruction will be rescinded in its entirety?

17. Re paragraph III C (2). In accordance with its functional responsibilities it is believed that OCD should participate in the development of such a program as is indicated therein.

18. Re paragraph III F. OCD has indicated hereinbefore its general reaction to the proposal to put into effect the program outlined in paragraph II E 4(c) of A & M's report.

CONFIDENTIAL

CONFIDENTIAL

- 5 -

✓ 19. Re Tab A. The Index of Directives does not include one memorandum which is believed to be pertinent. Item No. 3 in the Index is memorandum of 30 June 1947, by the Executive Director, "Implementation of ICAPS Survey". Paragraph 7b of the aforementioned memorandum (which paragraph directed that the Assistant Director OO take necessary action to transfer certain captured documents to the historical Divisions of the Army, Navy, and Air Force Departments) was rescinded by memorandum dated 26 August 1947 from the Acting Director, Central Intelligence to the Assistant Director, OO and the Assistant Director, OCD, Subject: "Implementation of ICAPS Survey." It is believed that the memorandum of 25 August 1947 should be listed in the index and it's contents given appropriate consideration.

✓ 20. In regard to the second item on the list of "recommended functions" in Tab A, as has been pointed out hereinbefore it is the function of OCD to develop requirements and this item should be re-worded accordingly.

✓ 21. The ninth item on the list of recommended functions should read "- to meet requirements established by OCD".

✓ 22. In regard to the final item on the list of "recommended functions", (regarding disposition of foreign language documents), as stated previously, it is the opinion of this office that a much more comprehensive statement of procedures in regard to the disposition of foreign language documents is required.

✓ 23. Regarding Tab B (proposed functional statement of FDB), in paragraph 4, as renumbered, it should be provided that OCD develops requirements. Likewise paragraph 6 should be amended to read "- to meet requirements established by OCD".

✓ 24. Paragraph 8 of Tab B is not entirely clear. Read literally it seems to mean that FDB would provide a central translation service for CIA but not for the IAC member agencies. It is believed that this paragraph should be re-worded to provide that FDB will perform central services for the translation of intelligence material required by CIA and the IAC member agencies.

✓ 25. In regard to paragraph 10, Tab B, as indicated previously in this communication, OCD believes that the disposition of foreign language documents should be covered by a more definitive statement of procedures.

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